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ON

PUBLIC POLICY FORMATION

Hon. Donald S. Macdonald

FIRST DRAFT EDITION

CASE STUDIES, READINGS AND MATERIALS

ON

PUBLIC POLICY FORMATION

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PREFACE

(i) Introduction

This casebook was prepared between January and August, 1978. Donald Macdonald selected the case studies, wrote the five background documents and bore primary responsibility for assembling the background materials. Jack Millar and Robert Prichard selected and edited the related readings on the theory and institutions of public policy-making. The course outline and syllabus represent our joint efforts.

The casebook consists of two major types of materials: the cases and the related readings. The materials are divided into six parts. The first is an introductory set of readings on the nature of public policy-making and different approaches to its study. Each of the next five parts consists of a case study and related readings. It is intended that we will spend one week on the Introduction, two weeks on each of the first four cases and three weeks on the final case.

(ii) The Cases

The case studies in the order which they are presented are:

1. The Denison Case: The Uranium Ownership Legislation, March, 1970.
2. The Inflation Outlook, September, 1975.
3. The Multilateral Trade Negotiations, September, 1977.
4. The Syncrude Project, January, 1975.
5. The Northern Pipeline Decision, August, 1977.

The cases were chosen from among many government decisions on the basis that they are current, significant and familiar. They are current not only in the sense that they refer to decisions which have been taken within the past decade but on all of them there has been, or there will be, an outcome during the current calendar year. They are significant in the sense that they all involve either a major expenditure by the government of Canada, or a major policy decision which is either unprecedented in relation to past experience or may have continuing significance for the future. They are familiar, to the author at least, because he was a central actor at some point during the policy-making.

The cases do not pretend to present a comprehensive analysis of policy-making. There are many questions in the federal political process in Canada which might be raised but are not posed by these particular cases, but they do deal with government acting in a variety of theatres with a variety of purposes.

Each case is made up of a Background Document, and of original documents: the whole or parts of press releases, discussion papers, legislation or contracts dated both before and after the moment of policy decision. The Background Document is intended to supply some of the basic facts, and also to pose some of the questions which would face a policy-maker at that particular time. The Background Document is written as of the moment of the decision rather than as of the present day. In form it resembles a Cabinet document but these are not the Cabinet documents that were used in the particular cases. On many of the issues it is very likely that Cabinet had more than one document before it, that it met to consider various elements of the questions over a period of time and that the ultimate decision was an evolution from a number of discussions rather than a response to a single document. The Background Document telescopes the time-frame so as to put the main decision at a single point in time. They are anachronistic in that concerns, discussions or events, which with hindsight no longer seem relevant, have been winnowed out.

Some of the Background Documents crystalise conclusions and others pose a series of questions. What is missing from them that would normally be found in a Cabinet document is the "Recommendations" section in which the minister responsible would normally tender to his colleagues his advice on how the problem should be resolved.

As to original documents, all of these are in the public area, although with the passage of time some of them are not easily found. In the interest of space some of them, like Statutes and the Reports of Tribunals, have been excerpted and resort would have to be had to the full text to have full precision on any detailed question.

(iii) Related Readings

The selected readings are designed to describe and analyze the structure of policy-making in Canada at the federal level and to highlight alternative approaches to the study of public policy. The readings are drawn primarily from the political science literature but with more limited selections from public administration, economics and law. While the essential readings have been reproduced in the casebook, the syllabus is intended as an introduction to the depth of academic work in this area.

The sequence of the readings has been determined in large part by the issues raised in the case studies. For each case study we have identified the relevant institutions and certain related issues and have sought to select readings illustrative of the institutions and issues.

PART A: INTRODUCTION

I. LAW AND PUBLIC POLICY

A. Required Readings:

1. Yehezkel Dror, Ventures in Policy Sciences, Concepts and Applications (1971), p. 167.
2. Harry W. Jones, "Law and Politics" in Malcolm B. Parsons (ed.), Perspectives on the Study of Politics (1968), pp. 63-4, 66-7.
3. Ernest Jones, "Law, Political Science, and Policy Studies" in Stuart S. Nagel (ed.), Policy Studies and the Social Sciences (1975), pp. 245-6.

B. Supplementary Readings:

1. Yehezkel Dror, Ventures in Policy Sciences, Concepts and Applications (1971), chap. 16.
2. Michael Reisman, "A Theory about Law from the Policy Perspective" in David N. Weisstub (ed.), Law and Policy (1976), pp. 75-122.

II. THE STUDY OF PUBLIC POLICY

A. Required Readings:

1. Richard Simeon, "Studying Public Policy", (1976) 9 Canadian Journal of Political Science, pp. 555-80.

B. Supplementary Readings:

1. Hugh Heclo, "Review Article: Policy Analysis", (1972) 2 British Journal of Political Science, pp. 83-108.
2. Richard Rose, "Company Public Policy: An Overview", (1973) 1 European Journal of Political Research, pp. 67-94.
3. Stephan L. Elkin, "Political Science and the Analysis of Public Policy", (1974) 22 Public Policy, pp. 399-422.
4. V. Seymour Wilson, "Some Perspectives on Public Policy Analysis" in John H. Redekop (ed.), Approaches to Canadian Politics (1978), pp. 247-279.

III. APPROACHES, MODELS, AND THEORIES OF PUBLIC POLICY-MAKING

(i). Models of Public Policy-Making: An Overview

A. Required Readings:

1. Nicholas Henry, Public Administration and Public Affairs (1975), pp. 231-5.

2. Thomas R. Dye, Understanding Public Policy (3d, 1978), pp. 39-40.

B. Supplementary Readings:

1. E.S. Quade, Analysis for Public Decisions (1975), pp. 21-30.

2. James E. Anderson, Public Policy-Making (1975), pp. 9-25.

3. James G. March, "Model Bias in Social Action", (1972) 42 Review of Educational Research, pp. 413-429.

(ii). The Political Economy Approach

A. Required Readings:

1. Rianne Mahon, "Canadian public policy: the unequal structure of representation" in Leo Panitch (ed.), The Canadian State, Political Economy and Political Power (1977), pp. 166-174, 192-4.

B. Supplementary Readings:

1. Leo Panitch, "The role and nature of the Canadian State" in Leo Panitch (ed.), The Canadian State, Political Economy and Political Power (1977), pp. 3-27.

2. Ralph Miliband, The State in Capitalist Society (1969).

3. Dennis O'Connor, The Fiscal Crisis of the State (1973).

4. Nicos Poulantzas, Political Power and Social Classes (1973).

(iii). Theories of Decision-Making

A. Required Readings:

1. Thomas R. Dye, Understanding Public Policy (3d, 1978), pp. 28-34.

2. Amatai, Etzioni, "Mixed Scanning: A 'Third' Approach to Decision-Making" (1967) 27 Public Administration Review, pp. 385-92.

3. Ontario Economic Council, The Process of Public Decision-Making (1977), pp. 22-39, as edited.

B. Supplementary Readings:

1. Peter Aucoin, "Theory and Research in the Study of Policy-Making", in G. Bruce Doern and Peter Aucoin (eds.), The Structures of Policy-Making in Canada (1971), pp. 12-19.

2. Yehezkel Dror, Public Policy-Making Reexamined (1968), pp. 129-213.

3. Charles Lindblom, "The Science of 'Muddling Through'", (1959) 19 Public Administration Review, pp. 79-88.

4. David Braybrooke and Charles Lindblom, Strategy of Decision: Policy Evaluation as a Social Process (1970), pp. 81-110.

5. Yehezkel Dror, "Muddling Through -- 'Science' or Inertia?" (1964) 24 Public Administration Review, pp. 153-165.

6. Aaron Wildavsky, "The Political Economy of Efficiency: Cost-benefit analysis, systems analysis, and programe budgeting", (1966) 26 Public Administration Review, pp. 292-310.

7. K.E. Archibald, "Three views of the expert's role in policy-making: Systems analysis, incrementalism and the clinical approach", (1970) 1 Policy Sciences, pp. 73-86.

8. Douglas G. Hartle, "Techniques and processes of administration", (1976) 19 Canadian Public Administration, pp. 21-33.

9. Douglas G. Hartle, A Theory of the Expenditure Budgetary Process (1976), pp. 11-37.

10. Anthony Downs, An Economic Theory of Democracy (1957), pp. 51-74.

11. Larry L. Wade, "The Public Choice Approach to Policy Analysis", in Stuart S. Nagel (ed.), Policy Studies and the Social Sciences (1975), pp. 75-87.

12. Lawrence Tribe, "Policy Science: Analysis or Ideology?" (1972) 2 Philosophy & Public Affairs, pp. 66-110.

13. Henry S. Rowen, "Assessing the Role of Systematic Decision Making in the Public Sector", in Julius Margolis (ed.), The Analysis of Policy Output (1970).

14. M. Rowan, "A Conceptual Framework for Government Policy-Making", (1970) 13 Canadian Public Administration, pp. 277-296.

15. Economic Council of Canada, Eighth Annual Review: Design for Decision-Making (1971).

(iv). Types of Public Policies

A. Required Readings:

1. Theodore Lowi, "Four Systems of Policy, Politics, and Choice", (1972) 32 Public Administration Review, pp. 299-300.

2. G. Bruce Doern and V. Seymour Wilson, "Introduction", in G. Bruce Doern and V. Seymour Wilson (eds.), Issues in Canadian Public Policy (1974), pp. 3-4.

3. G. Bruce Doern, "The Concept of Regulation and Regulatory Reform", in G. Bruce Doern and V. Seymour Wilson (eds.), Issues in Canadian Public Policy (1974), pp. 12-15.

4. G. Bruce Doern and V. Seymour Wilson, "Conclusions and Observations", in G. Bruce Doern and V. Seymour Wilson (eds.), Issues in Canadian Public Policy (1974), pp. 338-42.

B. Supplementary Readings:

1. Peter Aucoin, "Theory and Research in the Study of Policy-Making", in G. Bruce Doern and Peter Aucoin (eds.), The Structures of Policy-Making in Canada (1971), pp. 19-34.

2. Theodore Lowi, "Decision-Making vs. Policy-Making: Toward an Antidote for Technocracy", (1970) 30 Public Administration Review, pp. 314-325.

3. Theodore Lowi, "American Business, Public Policy, Case Studies and Political Theory", (1969) 16 World Politics, pp. 677-715.

4. Robert H. Salisbury, "The Analysis of Public Policy: A Search for Theories and Roles", in Austin Ranney (ed.), Political Science and Public Policy (1968), pp. 151-175.

(v). Bibliographies of the Public Policy Making Literature

1. G. Bruce Doern and Peter Aucoin (eds.), The Structures of Policy-Making in Canada (1971), pp. 280-294.

2. Nicholas Henry, Public Administration and Public Affairs (1975), pp. 344-361.

3. Yeheztel Dror, Design for Policy Sciences (1971), pp. 143-149.

4. Yehezkel Dror, Public Policymaking Reexamined (1968), pp. 327-356.

PART B: THE DENISON MINES CASE STUDY

I. BACKGROUND DOCUMENT

1. The Denison Case: The Uranium Ownership Legislation, March, 1970.

II. PRIMARY DOCUMENTS

A. Required Readings:

1. Statement of the Prime Minister to the House, 8:15 p.m. March 2, 1970.

2. Statement of Hon. J.J. Greene, Minister of Energy, Mines and Resources to the House, March 19, 1970.

3. Statement of Hon. J.J. Greene, Minister of Energy, Mines and Resources to the House, May 5, 1970.

4. Press Release of Hon. J.J. Greene, Minister of Energy, Mines and Resources, September 18, 1970.

5. Denison Mines v. A.-G. Can. (unreported, December 19, 1972), (S.C.O.).

6. Roman Corp v. Hudson's Bay Oil and Gas, Trudeau and Greene (1973), 36 D.L.R. (3d) 413 (S.C.C.)

7. Roman Corp. v. Minister of Energy, Mines and Resources and Atomic Energy Control Board (unreported, August 17, 1973)(S.C.O.).

8. Atomic Energy Control Act, R.S.C. 1970, c. A-19 (as amended), ss. 2 "atomic energy","Board","prescribed substance", 3.(1), 9, 10(1), 17.

9. News Release of the Department of Energy, Mines and Resources, June 29, 1978.

10. Bill C-64, Uranium and Thorium Mining Review Act, 1st Reading June 29, 1978, ss. 2(1) "Agency","company","maximum percentage", "Minister","non-resident", 2(2), 4, 5(1), 6, 7, 10, 11, 12, 13, 15(1), 17(1), (2) (3) (4) (5), 18 (1) (2) (3), 20.

III. RELATED READINGS

(i) Introductory Material

A. Required Readings:

1. Denis Smith, "President and Parliament: The Transformation of Parliamentary Government in Canada" in Fox, Politics: Canada (4th, 1977) pp. 426-431.

2. R.W. Phidd and G. Bruce Doern, The Politics and Management of Canadian Economic Policy (1978), pp. 78-95.

3. Michael Pitfield, "The Shape of Government in the 1980's: Techniques and Instruments for Policy Formulation at the Federal Level" in Hockin, Apex of Power (2nd, 1977) pp. 54-63.

B. Supplementary Readings

1. G. Bruce Doern and P. Aucoin, The Structures of Policy-Making in Canada (1971).

2. R.J. Van Loon and M.S. Whittington, The Canadian Political System (2nd, 1976)

3. R.M. Dawson, The Government of Canada (rev'd edn. 1970).

4. J.A. Corry and J.E. Hodgetts, Democratic Government and Politics (1959).

5. J.R. Mallory, The Structure of Canadian Government (1971)

6. P. Fox, Politics: Canada (4th, 1977).

7. G.Bruce Doern and V.S. Wilson, Issues in Canadian Public Policy (1974).

8. R.J. Jackson and M.M. Atkinson, The Canadian Legislative System (1975).

(ii) The Prime Minister

A. Required Readings:

1. M. Lalonde, "The Prime Minister" in Fox, Politics: Canada (4th, 1977), pp. 388-390.

2. Joe Clark, House of Commons Debates, December 9, 1974, pp. 2071-77 as edited in Hockin, Apex of Power (2nd, 1977) pp. 271-276.

3. T. Hockin, "The Prime Minister and Political Leadership: An Introduction to Some Restraints and Imperatives" in Hockin, Apex of Power (2nd, 1977) pp. 2-21.

4. G. Bruce Doern, "The Policy-Making Philosophy of Prime Minister Trudeau and His Advisers" in Hockin, Apex of Power (2nd, 1977) pp. 189-196.

B. Supplementary Readings:

1. T.A. Hockin, Apex of Power: The Prime Minister and Political Leadership in Canada (2nd, 1977).

2. W.A. Matheson, The Prime Minister and the Cabinet (1976).

3. G. Radwanski, Trudeau (1978).

4. P. Fox, Politics: Canada (4th, 1977) pp. 372-424.

5. R.M. Punnett, The Prime Minister in Canadian Government and Politics (1977), (particularly pp. 71-85).

(iii) The Prime Minister's Office (PMO)

A. Required Readings:

1. Thomas D'Aquino, "The Prime Minister's Office: Catalyst or Cabal?" in Fox, Politics: Canada (4th, 1977), pp. 394-408. (Also published in (1974)17 Canadian Public Administration (55).

2. G. Radwanski, "The Machine That Pierre Built: PMO and Cabinet", Chapter 8 in Radwanski, Trudeau (1978) pp. 145-167.

B. Supplementary Readings:

1. Marc Lalonde, "The Changing Role of the Prime Minister's Office" (1971) 14 Canadian Public Administration. 509.

2. Denis Smith, "Comment on 'The Prime Minister's Office: Catalysts or Cabal?" (1974) 17 Canadian Public Administration. 80.

(iv) Cabinet

A. Required Readings:

1. Diagram of the Cabinet Committee System from Fox, Politics: Canada (4th, 1977) at p. 387.

2. Fred Schindler, "The Prime Minister and The Cabinet: History and Development" in Hockin, Apex of Power (2nd, 1977) pp. 22-47.

3. G. Radwanski, "Trudeau in Cabinet: 'Consensual, but ...'", Chapter 9 in Radwanski, Trudeau (1978) pp. 169-189.

4. G. Radwanski, Trudeau (1978) pp. 164-167.

5. Vernon Bogdanor, "The Crossman Diaries" (1977) 25 Political Studies 110 at 116-120.

6. PCO, "Policy Planning and Support for Ministerial Decision-Making in Canada" in Hockin, Apex of Power (2nd, 1977) pp. 48-50.

B. Supplementary Readings:

1. A.W. Johnson, "Management Theory and Cabinet Government (1971) 14 Canadian Public Administration 73.

2. R.M. Punnett, The Prime Minister in Canadian Government and Politics (1977) pp. 86-114.

3. Richard Crossman, The Diaries of a Cabinet Minister, Volume 1 (1975) and Volume 2 (1976).

4. Mitchell Sharp, "Decision-Making in the Federal Cabinet" (1976) 19 Canadian Public Administration 1.

5. G.B. Doern, "Horizontal and Vertical Portfolios in Government" in Doern and Wilson, Issues in Canadian Public Policy (1974)

6. Richard Crossman, Introduction to Walter Bagehot's The English Constitution.

(v) Privy Council Office (PCO) and Federal-Provincial Relations Office (FPRO)

A. Required Readings:

1. Diagram of Privy Council Office and Federal Provincial Relations Office from Fox, Politics: Canada (4th, 1977) at p. 386.

2. PCO, "Policy Planning and Support for Ministerial Decision-Making in Canada" in Hockin, Apex of Power (2nd, 1977) pp. 51-53.

3. Gordon Robertson, "The Changing Role of The Privy Council Office", (1971) 14 Canadian Public Administration 439-456.

4. J.R. Mallory, "The Two Clerks: Parliamentary Discussion of the Role of the Privy Council Office" (1977) 10 Canadian Journal of Political Science 3-19.

5. K.B. Sayeed, "Public Policy Analysis in Washington and Ottawa" (1973) 4 Policy Sciences 85 at pp. 91-95.

B. Supplementary Readings:

1. N. Ward, "The Changing Role of the Privy Council Office and Prime Minister's Office: A Commentary" (1972) 15 Canadian Public Administration 375-377.

2. Hugh Heclo, "OMB and the Presidency: The Problem of 'Neutral Competence'" ( ) The Public Interest 80.

(vi) The Legislative Process

A. Required Readings:

1. R.J. Jackson and M. Atkinson, The Canadian Legislative System (1974) pp. 62-71.

2. Canada Year Book, "How A Bill Becomes Law in Canada" in Fox, Politics: Canada (4th, 1977) p. 439.

B. Supplementary Readings:

1. R. Blair,"What Happens to Parliament" in Lloyd and McLeod, Agenda 1970: Proposals for a Creative Politics (1968).

2. P. Fox, Politics: Canada (4th, 1977) pp. 425-475.

3. W.F. Dawson, Procedure in the Canadian House of Commons (1962).

4. R.J. Jackson and M. Atkinson, The Canadian Legislative System (1974).

5. D.S. Macdonald, "Change in the House of Commons -- New Rules" (1970) 13 Canadian Public Administration 30.

6. David Easton, A Systems Analysis of Political Life (1965) pp. 352-362.

(vii) Assessment

A. Required Readings:

1. Richard Schultz, "Prime Ministerial Government, Central Agencies, and Operating Departments: Towards a More Realistic Analysis" in Hockin, Apex of Power (2d, 1977), pp. 229-236.

2. G.B. Doern, "The Development of Policy Organizations in the Executive Arena", in Doern and Aucoin, The Structures of Policy-Making in Canada (1971), pp. 69-75.

(viii) Crisis Decision-Making

A. Required Readings:

1. R.J. Jackson, "Crisis Management and Policy-Making: An Exploration of Theory and Research" in Rose, The Dynamics of Public Policy: A Comparative Analysis (1975) pp. 215-232.

2. N.W. Polsby, "Policy Initiation in the American Political System" in Horowitz, The Uses and Abuses of Social Science (2nd, 1975) pp. 55-67.

B. Supplementary Readings:

1. J.A. Robinson, "The Concept of Crisis in Decision-Making" in Rosenbaum, Readings on the International Political System (1970) at p. 81.

2. G.T. Allison, Essence of Deicsion (1971).

PART C: THE ANTI-INFLATION CASE STUDY

I. BACKGROUND DOCUMENT

1. The Inflation Outlook, September, 1975.

II. PRIMARY DOCUMENTS

A. Required Readings:

1. Speech from the Throne, September 30, 1974.

2. Proposals for the First Year of Consensus, Working Paper tabled in the House of Commons by the Hon. John Turner, Minister of Finance, May 8, 1975.

3. Statement of Hon. John Turner, Minister of Finance to the House, May 14, 1975.

4. Budget Speech of Hon. John Turner, Minister of Finance, June 23, 1975.

5. Address of the Prime Minister on National Television and Radio, October 13, 1975.

6. Attack on Inflation, Policy Statement tabled in the House of Commons by the Hon. Donald S. Macdonald, Minister of Finance, October 14, 1975 pp. 1-4, 12-25.

7. Anti-Inflation Act, S.C. 1974-75, c. 75 as amended S.C. 1974-75, c. 98, excerpts.

8. Federal-Provincial Agreement on the Anti-Inflation Program -- Ontario, January 13, 1976.

9. Memorandum of Agreement between the Government of Canada and Quebec, March 4, 1976.

10. Reference re Anti-Inflation Act, (1976), 68 D.L.R. (3d) 452 (S.C.C.), excerpts.

11. Gallup Poll Reports, public opinion on inflation and the Anti-Inflation Programme.

III. RELATED READINGS

(i) Introductory Material

A. Required Readings:

1. Richard Lipsey, "Wage-Price Controls: How to do a lot of harm by trying to do a little good" (1977) 3 Canadian Public Policy, pp. 2-4, 5-12.
2. George Radwanski, Trudeau (1978), pp. 294-302.
3. Peter Russell, "The Anti-Inflation case: the anatomy of a constitutional decision", (1977) 20 Canadian Public Administration, pp. 632-665, as edited.

B. Supplementary Readings:

1. Frank J. Reid, "Canadian Wage and Price Controls", (1976) 2 Canadian Public Policy, pp. 103-113.
2. Christopher Green, "Recent Inflation: Its Causes and Implications for Public Policy", (1976) 2 Canadian Public Policy, pp. 42-53.
3. Richard Lipsey, Economic Appendix to Factum of the Canadian Labour Congress, Anti-Inflation Act Reference.
4. R.D. Brown et al. (eds.), Canadian Price and Income Controls (1976).
5. W.D. Wood and P. Kumar (eds.), Canadian Perspectives on Wage-Price Guidelines, A Book of Readings (1976).
6. Michael Walker (ed.), The Illusions of Wage and Price Controls (1976).
7. Donald Smiley,, "The Non-Economics of Anti-Inflation" in K.J. Rea and J.T. McLeod (eds.), Business and Government in Canada (2d, 1976), pp. 444-448,
8. Richard Rohmer, "Wage-Price Controls and the Road to Anarchy" in K.J. Rea and J.T. McLeod (eds.), Business and Government in Canada (2d, 1976), pp. 440-443.
9. Peter W. Hogg, "Proof of Facts in Constitutional Cases, (1977) 26 University of Toronto Law Journal.

(ii) Governmental Decision-Making: The Organizational Process Model

A. Required Readings:

1. Graham T. Allison, Essence of Decision (1971), pp. 67-95, as edited.

B. Supplementary Readings:

1. Dan Caldwell, "Bureaucratic Foreign Policy-Making" (1977) 21 American Behavioural Scientist, pp. 87-110.

2. Michel Crozier, The Bureaucratic Phenomenon (1964).

(iii) The Role of the Department of Finance

A. Required Readings:

1. Richard W. Phidd and G. Bruce Doern, The Politics and Management of Canadian Economic Policy (1978), pp. 204-218, 229-230, 232, 115-119.

2. Rianne Mahon, "Canadian public policy: the unequal structure of representation" in Leo Panitch (ed.), The Canadian State (1977), pp. 175-178.

B. Supplementary Readings:

1. A.A. Sterns, History of the Department of Finance (1965).

2. Department of Finance, Who We Are . . . What We Do (1972).

3. Thomas Hockin, Government in Canada (1976), pp. 122-170.

4. Richard Van Loon and Michael Whittington, The Canadian Political System (2d, 1976), pp. 380-415.

(iv) The Role of the Minister

A. Required Readings:

1. Richard W. Phidd and G. Bruce Doern, The Politics and Management of Canadian Economic Policy (1978), pp. 229, 120-123, 142-143.

B. Supplementary Readings:

1. Darcy McKeough, "The Relations of Ministers and Civil Servants" (1969) 12 Canadian Public Administration.

2. Hugh Heclo and Aaron Wildavsky, The Private Government of Public Money (1974), pp. 129-196.

(v) The Role of the Deputy Minister

A. Required Readings:

1. A.W. Johnson, "The Role of the Deputy Minister" in Kenneth Kernaghan (ed.), Public Administration in Canada, Selected Readings (3d, 1977), pp. 273-282.

2. Kenneth Kernaghan, "Responsible Public Bureaucracy" (1973) 16 Canadian Public Administration, pp. 588-590, 581-586, 590-603, as edited.

B. Supplementary Readings:

1. Herbert R. Balls, "Decision-Making: The role of the deputy minister" (1976) 19 Canadian Public Administration, pp. 417-431.

2. J.H. Bieler, "The Role of the Deputy Minister" (1961) 4 Canadian Public Administration, pp. 352-56.

3. R.M. Burns, "The Role of the Deputy Minister" (1961) 4 Canadian Public Administration, pp. 357-362.

4. Lord Bridges, "The Relationship Between Ministers and the Permanent Departmental Head", (1969) 7 Canadian Public Administration, pp. 269-281.

5. Mitchell Sharp, "The Bureaucratic Elite and Policy Formation" in W.D.K. Kernaghan (ed.), Bureaucracy in Canadian Government (2d, 1973), pp. 69-73.

(vi) Political Parties, The House of Commons and the Caucus

A. Required Readings:

1. Robert J. Jackson and Michael M. Atkinson, The Canadian Legislative System (1974), pp. 42-46, as edited.

2. Conrad Winn and John McMenemy, Political Parties in Canada (1976), pp. 267-273, as edited.

3. Thomas A. Hockin, "Adversary Politics and the Functions of Canada's House of Commons", in Orest M. Kruhlak et al. (eds.), The Canadian Political Process (1973), pp. 345-380, as edited.

4. Mark MacGuigan, "Backbenchers, The New Committee System, and the Caucus", in Paul W. Fox (ed.), Politics: Canada (4th, 1977), pp. 435-438.

B. Supplementary Readings:

1. Frederick C. Englemann and Mildred A. Schwartz, Political Parties and the Canadian Social Structure (1967), pp. 209-238.

2. Frederick C. Englemann and Mildred A. Schwartz, Canadian Political Parties (1975).

3. John Meisel, "The Stalled Omnibus: Canadian Parties in the 1960's" (1963) 30 Social Research, pp. 367-90.

4. Allan Kornberg, "Caucus and Cohesion in Canadian Parliamentary Parties", (1966) 60 American Political Science Review, pp. 83-92.

(vii) The Media and Public Opinion

A. Required Readings:

1. Conrad Winn and John McMenemy, Political Parties in Canada (1976), pp. 129-137, as edited.

2. Frederick J. Fletcher, "The Prime Minister as Public Persuader" in Thomas Hockin (ed.), Apex of Power (2d, 1977), pp. 90-100, as edited.

3. Frederick J. Fletcher, "The Prime Minister, The Press and The Public: The Case of the Anti-Inflation Program" (1976) 83 Queen's Quarterly pp. 75-83.

B. Supplementary Readings:

1. Edwin R. Black, "Canadian Public Policy and the Mass Media" (1968) 1 Canadian Journal of Economics, pp. 368-379.

2. Prime Minister Trudeau, "Reflections on the Economy" in K.J. Rea and J.T. McLeod (eds.), Business and Government in Canada, Selected Readings (2d, 1976), pp. 449-454.

3. Douglas G. Hartle, "On Prophets and Power: A Comment on the Prime Minister's Revelations" (1976) 2 Canadian Public Policy, pp. 249-256.

4. T. Joseph Scanlon, "How Government Uses the Media" in G. Stuart Adam (ed.), Journalism, Communication and the Law (1976), pp. 70-85.

5. Carman Cumming, "The Canadian Press: A Force for Consensus?" in G. Stuart Adam (ed.), Journalism, Communication and the Law (1976), pp. 86-103.

6. James C. Strouse, The Mass Media, Public Opinion, and Public Policy (1975).

7. George C. Edwards and Ira Sharkansky, The Policy Predicament (1978), pp. 17-83.

8. Norman R. Luttbeg, Public Opinion and Public Policy (1974).

9. Edward J. Epstein, News From Nowhere (1973).

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